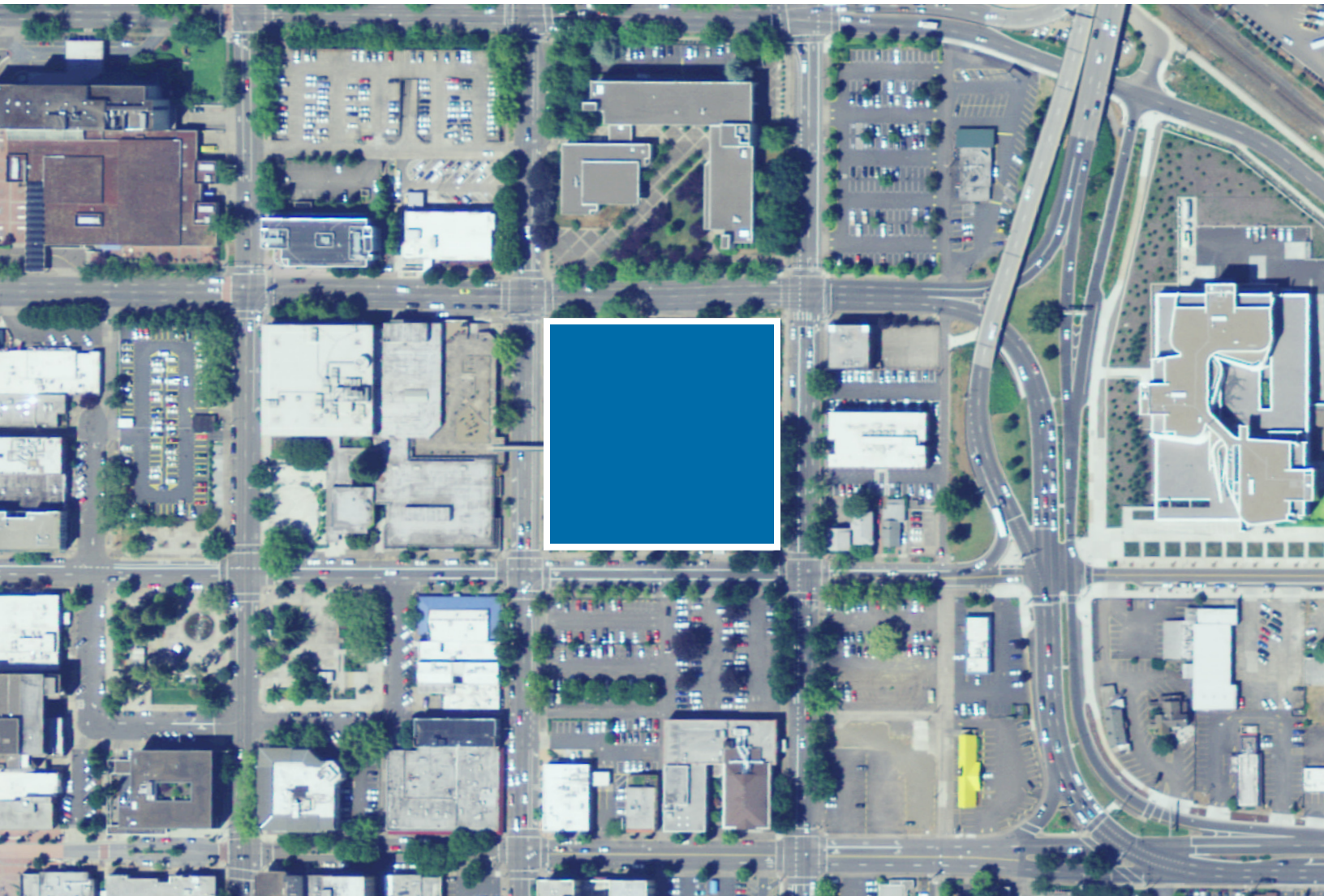


Rowell Brokaw
Architects



EUGENE CITY HALL

Build New Design Study

DECEMBER 2011

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DESIGN TEAM

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PURPOSE

In August 2011, Rowell Brokaw Architects was asked to complete a conceptual study exploring the opportunities associated with a new Eugene City Hall. This “Build New Design Study” was paired with a companion report that explored the renovation of the existing building. The objective of both studies was to develop a series of strategies and discussion points that could assist staff and decision-makers in their consideration of this important project.

In comparison with previous studies for Eugene City Hall, this effort explores a much smaller program and documents the opportunities associated with a phased, “not-so-big” City Hall. With such parameters, this study differs from and also builds upon the City Hall Complex Master Plan and extensive public involvement process completed by THA Architects in 2008.

To guide this project, a volunteer City Hall Advisory Committee (CHAC) was convened to offer feedback to City staff and provide additional insight as to the public’s thoughts about opportunities associated with this project. The CHAC met with City staff and the consultants on four occasions, and these meetings provided the primary structure for this study.

Materials developed for the 2008 City Hall Complex Master Plan were the source of detailed program information, as well as project background on the extensive public input and documented deficiencies of the existing building. This study presumed the public opinion expressed during the 2008 master planning process to be accurate and relevant. Goals for renovation or new construction were also outlined.

Some of the problems identified in the existing City Hall include: inadequacy of the building in a seismic event, outdated building systems, problems with accessibility, confusing wayfinding, disconnected distribution of services, inefficient and unpleasant work environments, uninviting public presence, disconnection from the surrounding streets, lack of contribution to Downtown, and lack of public presence appropriate to the political center of city government.

REASONS TO BUILD NEW

THE UNIQUE POTENTIAL OF A NEW CITY HALL

City Hall should be one of Eugene's most important buildings. It should be a source of civic pride, physically representing the form of city government, and reinforcing positive relationships among residents and city leaders. The Council Chamber, along with the Mayor's and Council Offices, are the center of political discourse. The City Manager's Office is the center of administrative leadership and government service. A new City Hall has the unique potential to make political and administrative leadership visible and accessible, and to create a public forum—indoor and outdoor—that fully embraces the vibrant political life of Eugene.

To live up to its potential, a new City Hall needs to be fundamentally different from the existing building. Where the existing building is anonymous and imposing, a new City Hall could be welcoming and express the unique character of Eugene. A new building could face the public realm and provide a recognizable landmark. It could have public meeting rooms that are visible, and its entry could be clearly identified. Any person in the city, regardless of their ability, could be able to find the building and find their way to important meeting rooms with ease.

City Hall should play a part in making a vital city, and it should contribute to a sustainable future and toward meeting our carbon-reduction goals. Fifty years ago, automobiles were the new force and inspiration in Eugene. The city was on a trajectory shifting away from urban to suburban lifestyles, and the City Hall built in 1964 embraces and reflects that vision.

Today, we know that a livable, vibrant city for people is much more important. In 1960, it may have made sense to dedicate an entire city block to a one-story City Hall that is separated from the surrounding streets. Today, the City Hall block is one of the most valuable in the city, and it has much more to contribute than a one-story building that turns its back to the public realm. Pedestrian-oriented streets, mixed uses, and urban housing are all part of our Downtown Plan, and every block must contribute something. To deliver on the vision that our city has for itself, City Hall needs to help repair a broken part of Downtown.

A Build New strategy is practical. Construction of a new building entails fewer unknowns, and has less potential for unexpected surprises and additional costs. A well-designed, new building will also be the most energy-efficient, and it will reduce the need for maintenance. Given the remaining questions about future program needs, the site can be designed to allow for expansion without diminishing the redevelopment potential of other parcels, or unfinished shell space can be added to anticipate expansion.

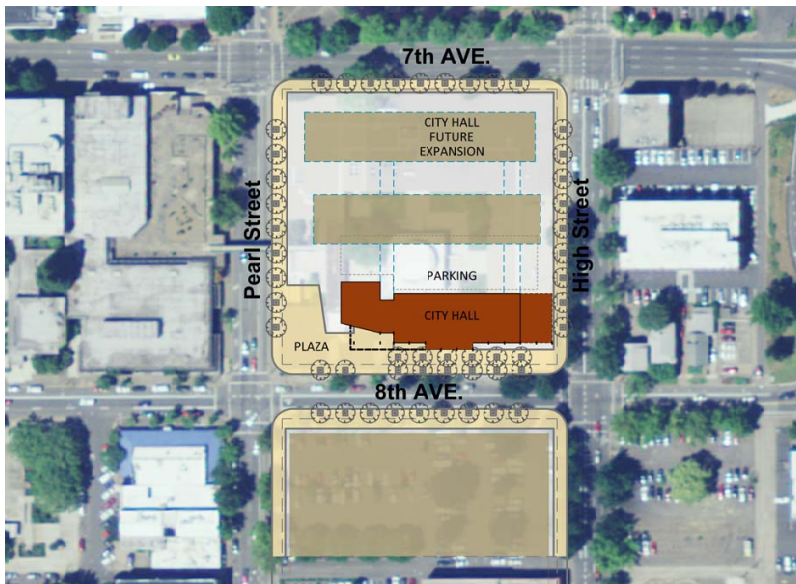
When we look at the new City Hall as a generational question, we realize the city in 1960 was very different from the city we envision for the future. City Hall should represent this change in understanding and be part of a forward-looking vision for a vital, livable Eugene.

DESIGN OPTIONS SUMMARY

OPTION 1 (BASELINE): REINFORCE 8TH AVENUE

New City Hall, public plaza, parcels for expansion

This study places City Hall in an east-west orientation along 8th Avenue, reinforcing the “Great Street” concept from Eugene’s Downtown Plan and allowing the north portion of the site to be used for expansion



OPTION 2: MIXED-USE CITY HALL

New City Hall, public park, parcels for expansion, mixed use redevelopment

This study places City Hall in a north-south orientation along Pearl Street, providing a strong presence along 7th Avenue and locating a park to the south of City Hall, on 8th Avenue. This study leaves the High Street frontage of the site available for institutional/civic or mixed-use residential redevelopment.



OPTION 3: ICONIC CITY HALL

New City Hall, public park, parcels for expansion

This study includes a large public park along the southern half of the block, placing City Hall at the center and allowing for expansion or redevelopment to the north edge of the site, along 7th Avenue.



EVALUATION CRITERIA

DRAFT VISION STATEMENT

City Hall is the embodiment of Eugene's local government and, as such, its daily workings should be accessible, visible, informal, and welcoming. City Hall contributes to a vibrant downtown and neighborhood by opening its doors to the community and contributing to the integrity of the urban environment. In doing so, Eugene City Hall is a catalyst for new and meaningful development, and it plays a key role in connecting civic functions and expressing Eugene's unique identity and local pride.

CRITERIA FOR EVALUATION

The questions on the following page are intended to provide evaluation criteria for any design proposal related to Eugene City Hall. These criteria are equally applicable to the renovation of the existing City Hall or new construction.

EVALUATION CRITERIA

- **ACCESSIBILITY:** Is the scheme universally accessible, anticipating the expectations of our community in the 21st Century?
- **SITE REPAIR:** How does the scheme contribute to the repair of the neighborhood and the block?
- **PEDESTRIAN FRIENDLY:** How does the scheme improve the pedestrian character of adjacent streets: 8th Ave Great Street, as well as Pearl and High?
- **FEASIBILITY:** How does Phase 1 meet the baseline budget of \$15 million?
- **FLEXIBILITY:** How does the scheme allow for future expansion?
- **CITY PLANNING OBJECTIVES:** How does the project satisfy stated City planning objectives? What are the additional civic benefits leveraged by the project?
- **GOVERNMENT VISIBILITY & ACCESSIBILITY:** How does the project make the core functions of city government visible and accessible?
- **CIVIC PRIDE:** How does the scheme live up to “the 50-year test” of City Hall as a symbol of civic pride?
- **EFFICIENCY:** How does the scheme provide for a productive workplace and support the efficient delivery of services?
- **SUSTAINABILITY:** What is the potential of the scheme to meet the following sustainability objectives:
 - Building orientation reduces energy loads
 - Proposed uses of the site contribute to a livable city
 - Materials and systems are regionally appropriate
 - Lifecycle costs are minimized
 - Promotes an environmentally-conscious civic culture

BUILD NEW: RESPONSE TO CRITERIA

OPPORTUNITIES WITH A NEW CITY HALL:

- City Hall looks out, not in
- Public spaces are accessible and inviting
- Main entries and public spaces are at street level
- Clear entry to the building
- Indoor circulation
- Accessible wayfinding and no ramps
- Efficient layout + workplace
- Energy efficient form and building systems
- Opportunities for redevelopment and public amenities
- A small, complete City Hall at the end of Phase 1
- Room for expansion and flexibility
- Contribution to a vision for the future

ACCESSIBILITY

The Build New options enter at street level, with a covered entrance leading to a generous lobby and clear, direct interior circulation.

REPAIRING THE SITE + NEIGHBORHOOD

The existing City Hall is an inward-oriented building. A new building could re-orient City Hall toward the public realm, and be part of a plan to bring more activity to the district. Introducing other uses on the site could help re-invigorate the block and surrounding area.

PEDESTRIAN CHARACTER

A Build New approach brings activity, public entrances, and windows to street level, and introduces street trees and public improvements that can create a pleasant urban streetscape. The existing building is expressed as a daylight, covered parking lot at the street level.

BUDGET / FEASIBILITY

The Phase 1 program can be accommodated in a new building that is built to high standards within the \$11 million construction budget. The extent of site improvements is limited to the area immediately around the new building, with the remainder of the site prepared for other development.

EXPANSION / OPTIONS IN THE FUTURE

Each of the Build New options can accommodate substantial expansion, if that is necessary in the future. Another approach would be to build shelled space as a part of Phase 1, which would allow expansion with only tenant infill.

SUPPORT CITY PLANNING OBJECTIVES

A vital downtown is key to Eugene's identity and future sustainability. The low-intensity, government use of an entire block for the existing building is inconsistent with long-term objectives to encourage higher-density, pedestrian-oriented, mixed-use development in downtown. A new City Hall creates the opportunity for other civic amenities that can contribute to livability in the city center.

GOVERNMENT VISIBILITY + ACCESSIBILITY

All Build New schemes emphasize an orientation toward the street and public realm, with entries, circulation and public rooms in accessible, visible locations.

CIVIC PRIDE

Each of the Build New options has the potential to represent civic democracy in a way that is visible and connected to the life of the city, not hidden in the block or up on a platform. A new building can be built to 21st-century standards for sustainability that express the community's values and goals.

EFFICIENT WORKPLACE + PUBLIC SERVICES

The program elements are organized to be completely clear and legible to visitors. A new City Hall will not require extensive signage associated with outdoor circulation. Workspaces can be designed in a new building for flexibility, good daylight, and optimal organization for effective work and communication.

SUSTAINABILITY

A new building has the best potential to minimize energy use. A new building can be compact, thin, and oriented east-west to optimize daylight and thermal efficiency. A new mix of uses, especially residential, would contribute to a more vibrant downtown. A new building can contribute to the creation of the attractive, pedestrian-oriented streetscapes that are essential to a vibrant urban center. Materials and building systems that connect with the Pacific Northwest region and are optimal for this climate can also be selected.

SITE + CONTEXT ANALYSIS

Site analysis for the Build New Study included the review of existing reports and materials, as well as on-site observation and documentation.

The diagrams included on the following pages were presented to the City Hall Advisory Committee on two occasions. They provided context for discussions about the role a new City Hall might play in downtown, and what additional objectives could be accomplished with City Hall's rebuilding.

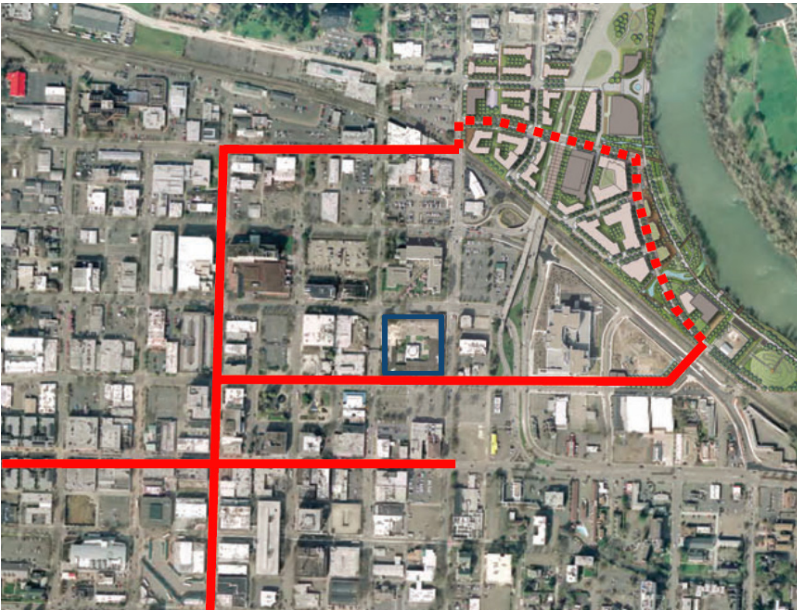
SITE INFORMATION + ASSUMPTIONS

The study area includes the existing City Hall's 2.3-acre site and the half-block to the south of City Hall. The City Hall's full-block site is approximately 100,000 SF with 84,000 SF of existing building above a daylight parking garage. The site slopes from the north to south end, which creates some opportunity for a daylight basement and also requires the thoughtful resolution of accessible routes and entries.

The site has unobstructed solar access and vehicular access on four sides from four one-way streets. It has a busy arterial (7th Avenue) on the north side and one of Eugene's designated "Great Streets" (8th Avenue) on its south side. High Street and Pearl Street are local streets that provide access through Downtown to the north and south, and also include on-street bicycle lanes.

SITE ANALYSIS CONCLUSIONS + RECOMMENDATIONS

- All government buildings should support a high-quality pedestrian experience by activating or improving the street edge.
- Two-way streets would support a more pedestrian-friendly environment Downtown.
- The City Hall project presents an opportunity to advance multiple planning goals that relate to the city center.
- The improvement of the 8th Avenue "Great Street" is an important objective, but north-south connections along Pearl and High Street also present an opportunity to connect existing nodes of activity.
- A public green space is needed to support high-quality, dense residential development in Downtown.



EUGENE'S GREAT STREETS

The City Hall site sits along 8th Avenue, one of Eugene's "Great Streets" as identified by the Downtown Plan.

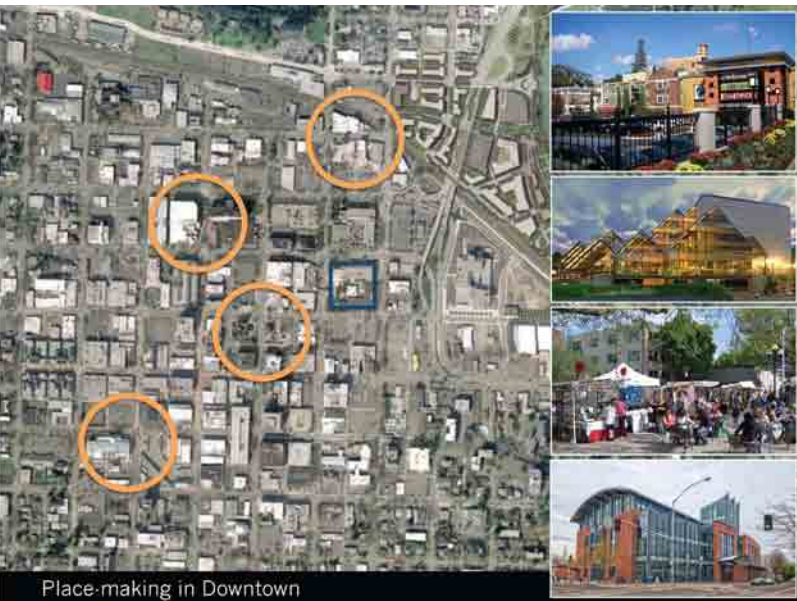
Observation: City Hall should reinforce and improve the quality of adjacent Great Streets.



PARK BLOCKS TO THE RIVER

Many planning efforts and studies for Eugene City Hall have emphasized the need to develop a green connection from the Park Blocks to the Willamette River. The City Hall study area controls two full block frontages along 8th Avenue. Other government uses control two additional block lengths along this route.

Observation: City Hall should contribute to the development of a green connection along 8th Avenue from the Park Blocks to the river.



Place-making in Downtown

PLACE-MAKING IN DOWNTOWN

Downtown Eugene has several well-known destinations that bring the community into the center of the city on regular basis: the 5th Street Market, Hult Center for the Performing Arts, Saturday Market and Eugene Farmer's Market, and the Eugene Public Library. The City Hall site is most directly related to the markets that occur on the Park Blocks and the 5th Street Market.

Observation: City Hall should be a well-known place and a destination in Downtown.

SOLAR ORIENTATION / WIND / TREES

The site has unobstructed solar access, winter winds from the south, and summer winds from the north. Mature street trees exist on the southeast edge and at one location along the north edge. These conditions allow for the development of a very efficient building design that utilizes natural systems and minimizes energy consumption and waste.

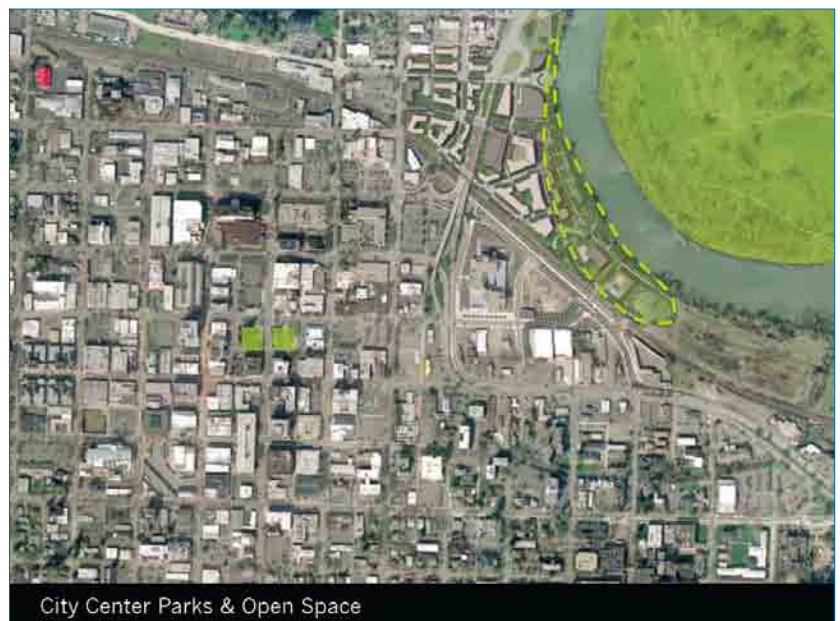
Observation: City Hall should take advantage of the opportunity to optimize building performance and minimize energy waste.



DOWNTOWN OPEN SPACE

The parks serving Downtown Eugene include the largely hardscaped Park Blocks. A linear public open space system is proposed along the riverfront. There is not a green park space within a 1/4-mile walk of the center of downtown.

Observation: Green park space is an important amenity for higher-density residential development.



OPEN (GREEN) SPACE = DENSITY

As a comparison, the series of park spaces serving the dense residential and mixed-use development in Portland's Pearl District illustrates the need to plan for park space when planning for urban residential units.

Observation: Additional green space should be planned for in Downtown Eugene if dense residential uses are desired.

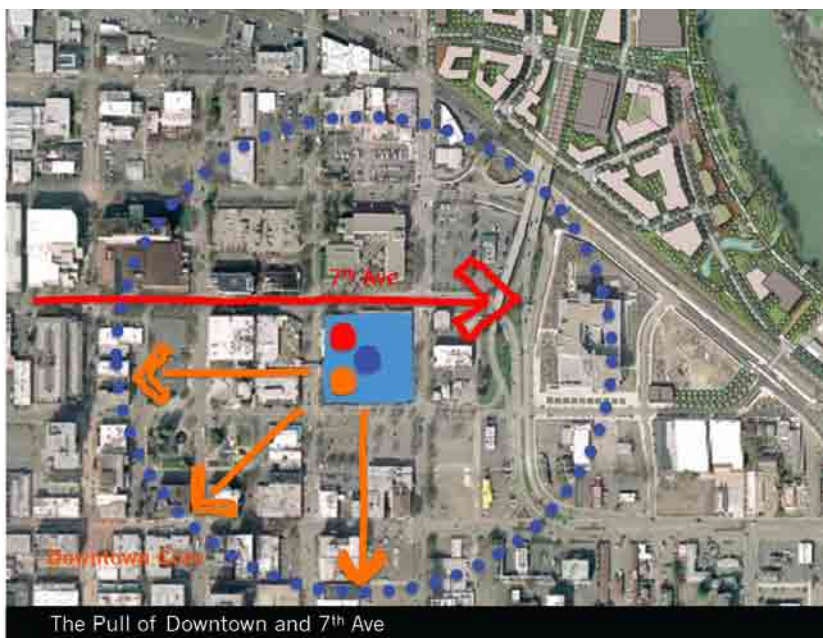




OMNIDIRECTIONAL CITY HALL

The City Hall site and existing building relate uniformly to the surrounding context and city. As such, the building expresses a striking architectural metaphor. However, this metaphor contributes very little to the surrounding streets on all four sides, frustrates visitors with difficult wayfinding, and raises questions about the monolithic character and inward-focus of the building.

Observation: City Hall needs a front face and a front door.



PULL OF DOWNTOWN + 7TH AVENUE

The visibility and vehicular traffic associated with 7th Avenue give some orientation to the site and inform the possible location of elements that could express “civic identity” to a citizenry moving at higher speeds. Similarly, the pedestrian-oriented uses in the Downtown Core and along the Park Blocks also inform the location of a public meeting or open space near the corner of 8th and Pearl.

Observation: City Hall should have a clear orientation towards the heart of Downtown.



URBAN FABRIC

A Build New study raises the question of parcelization and whether the entire block is needed for a single one-story building. Eugene’s historic block structure includes service alleys at the midpoint of each block length, though other divisions may be appropriate for this site.

Observation: City Hall could be accommodated on less than a full-block parcel, making other parcels on the site available for redevelopment.

VIEWS TO SITE

Primary pedestrian views to the site (orange arrows) are primarily along Pearl Street and looking to the east (against traffic) along 8th Avenue. By car, the City Hall site is highly visible along 7th Avenue (eastbound) and from the Ferry Street Viaduct. Cars moving south from Ferry Street Bridge through the Downtown also pass the 8th Avenue frontage or Pearl Street frontage.

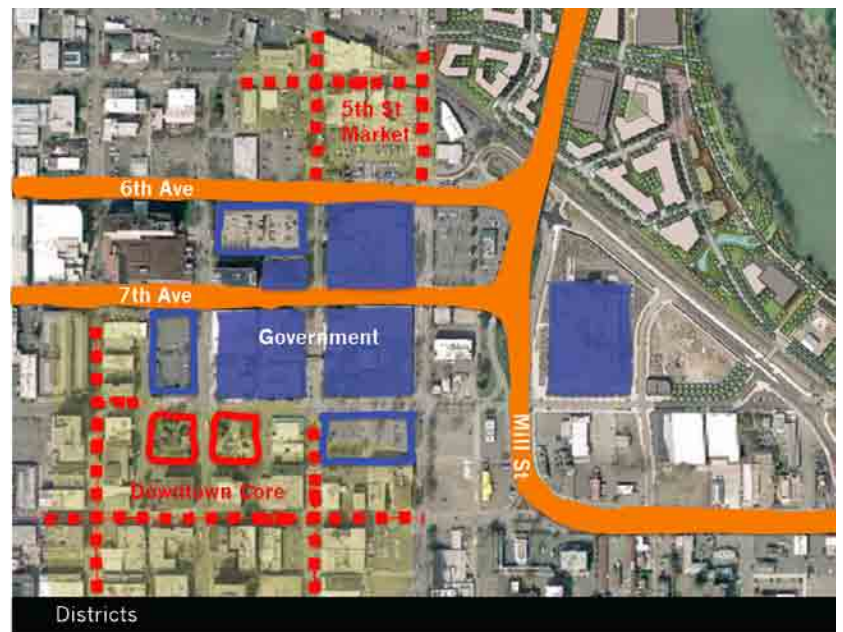
Observation: The City Hall site is in a prominent and highly visible location. City Hall should present a distinctive presence from key viewpoints.



DISTRICTS + BARRIERS

The City Hall site sits in a government/institutional quadrant that separates two active, populated districts of Downtown (5th Street Market and the Downtown Core). Compounding this relationship is the 6th/7th Avenue couplet. Neither the street design of 6th or 7th or the street frontages of City Hall is contributing to the pedestrian character between these two active nodes in Downtown.

Observation: The street design and the block frontage should work collectively to support the N-S pedestrian experience, as well as 8th Avenue.

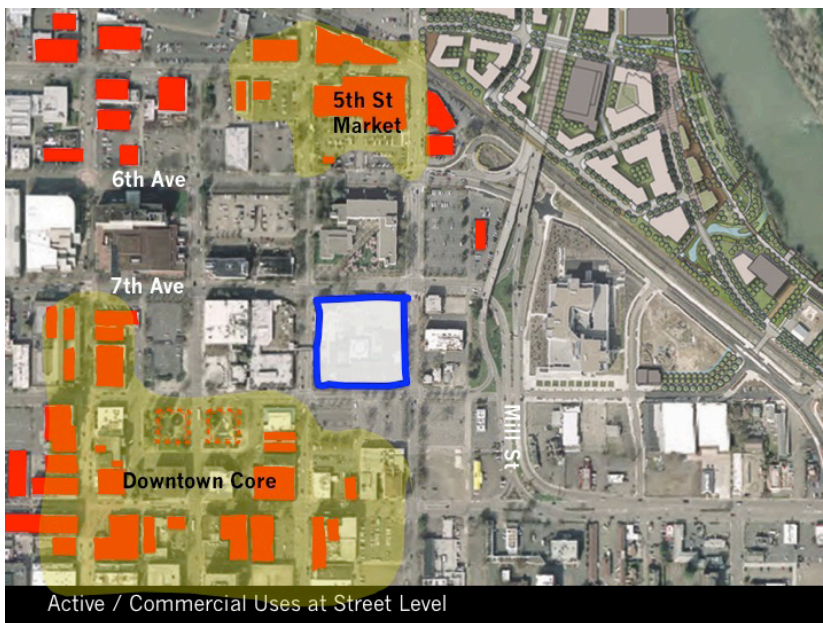


THROUGH TRAFFIC + ONE-WAY STREETS

One-way streets surrounding the City Hall site quickly carry traffic through and away from the Downtown core. Connections to the Willamette River along 8th Avenue are challenged by the one-way, westbound nature of this Great Street through Downtown.

Observation: Multi-lane, one-way throughways do not contribute to the development of pedestrian-friendly streets. Where possible, and especially along 8th Avenue, alter Downtown traffic to be two-way.

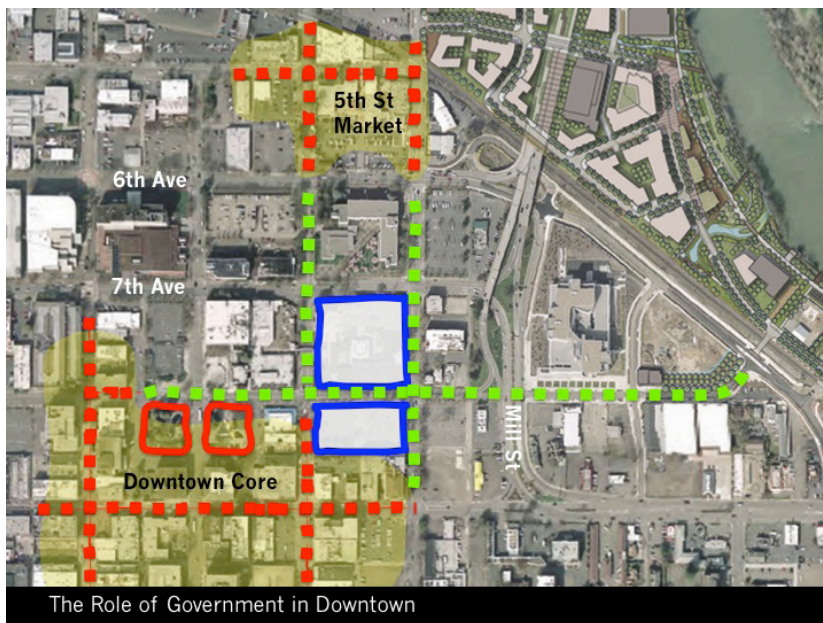




ACTIVE STREET-LEVEL USES

Active uses tend to cluster, and they should be encouraged Downtown. The Downtown Core and 5th Street Market areas both include a large number of active ground-level uses. These are primarily commercial but also office and professional uses. The existing City Hall and its surrounding neighbors express a notable lack of active ground-level uses.

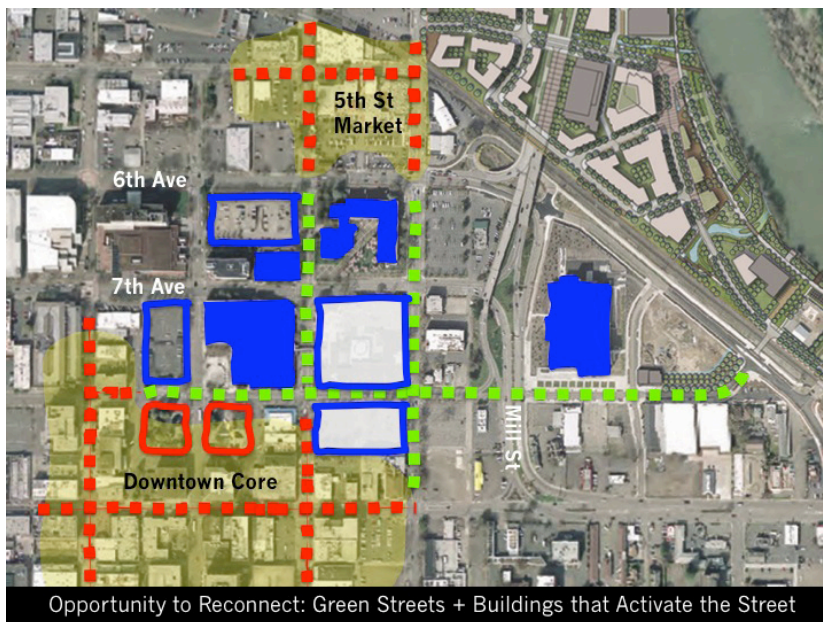
Observation: The City Hall site should contribute to the pedestrian experience and enliven the street edge by including active, ground-level uses where possible.



THE OTHER STREETS

The existing City Hall's lack of street-level activity puts an additional burden on the design and programming of the adjacent streets.

Observation: Government buildings should not turn their backs to the public realm. Additional street trees and improvements to Pearl and High Streets could help to reconnect two active, popular nodes within Downtown Eugene.



LINKING GOOD/GREAT STREETS

Active ground-level uses and high-quality landscape design both contribute to the pedestrian-friendly character of our streets. Along 8th Avenue, High Street and Pearl Street, there is an opportunity to develop the public right-of-way with more substantial plantings and landscape design, or with active uses that bring some life to the street edge and support the pedestrian experience.

Observation: The City Hall site should contribute to a network of good, active streets in Downtown.

PRECEDENT STUDIES



SEATTLE

In recent years, communities in the Northwest and farther afield have taken a variety of approaches to the development of new city hall facilities. Recurring themes include:

- Separation of ceremonial and administrative spaces.
- Experimentation with nearby or co-located mixed-use.
- Partnerships and public amenities that bring people to the site.
- Emphasis on building performance and reducing energy waste.
- Use of City Hall project as leverage to advance other urban redevelopment objectives.

SEATTLE CITY HALL (2005)

Size: 201,000 SF

Seattle City Hall has three primary components: 1) a ceremonial City Hall and Chamber where the community gathers for events; 2) a 7-story office block for city employees, and 3) a transparent glass lobby that connects these elements and "reflects the goal of an open, accessible city government, easily identified, where ordinary citizens can locate city services." The City Hall and Plaza, adjacent Municipal Tower, Seattle Justice Center, and (unbuilt) Civic Square, comprise the Seattle Civic Center. LEED Gold Certified.



HILLSBORO

HILLSBORO CIVIC CENTER (2004)

Size: 358,000 SF (Civic Center total)

The Hillsboro Civic Center is a civic/mixed-use project that includes a new City Hall and large outdoor plaza as its centerpiece, as well as affordable housing, commercial offices, and 9,000 SF of retail space adjacent to a light rail line. The nation's first LEED Gold Certified City Hall.



ALBANY

ALBANY CITY HALL (1995)

Size: 38,600 SF

Albany City Hall is located in the heart of downtown Albany on a full block site. This facility consolidates multiple departments and agencies under one roof, enhancing departmental communications, including: the City Manager's office, finance office, community development office, public works-engineering office, parks and recreation department, and the fire administration office. One stated objective of the project is to contribute to the revitalization of Albany's urban core.

VAUGHAN, ONTARIO CITY HALL (2011)

Size: 320,000 SF

The winning scheme in a design competition, the new Vaughan City Hall “cultivates a civic landscape” and includes the City Hall, Chamber of Commerce, Civic Tower, Public Library, Civic Square, reflecting pool/skating rink, public gardens, and naturalized park. The order of buildings is inspired by the city’s agricultural history and the clarity of Ontario town planning where City Hall, Civic Square, Market and Cenotaph define an identifiable civic precinct. LEED Gold Certified.



PUYALLUP CITY HALL (2010)

Size: 50,000 SF City Hall

The Puyallup City Hall Block is a public/private partnership, aimed at renewing the city’s urban core and creating a focal point for future development. The project covers nearly a block and includes a new city hall, a civic plaza, 180 condominiums, and 290-car parking garage, as well as commercial space. LEED Gold Certified.



CANMORE, ALBERTA CIVIC CENTRE (2004)

Size: 25,600 SF

The Canmore Civic Centre houses the government offices, Council Chamber, and Canmore Museum and Geo-Science Center. The Civic Center is used during off-hours as a multipurpose community facility, exhibition gallery, and public gathering place. LEED Silver Certified.



EUGENE CITY HALL (1964)

Size: 84,000 SF

Built in 1964, the Eugene City Hall design was the winner of design competition, and the building originally included the City administration, meeting rooms, Council Chamber, fire station, police headquarters, and a daylit basement for employee parking. The original proposal also included a large, adjacent public green space. The single-story building occupies a full city block and opens onto a raised plaza that is a half-story above street level. The Council Chamber is placed ceremoniously at the center of the plaza. The building has a post-tensioned concrete waffle slab, and is most easily recognized by the vertical wood fins that clad its four elevations.



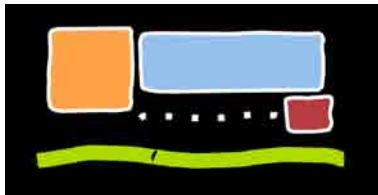
PROGRAM + COSTING ASSUMPTIONS

PHASE 1 PROGRAM

With the relocation of the police to Country Club Road and the City's other services located in buildings in Downtown, the Phase 1 program includes the Council Chamber, Council work room, public meeting rooms, support space, the Mayor and City Council offices, and the City Manager's offices.

The Phase 1 budget is assumed to be \$15M total project costs, allowing approximately \$11M for construction costs. Based on these assumptions, and the logical co-locating of program elements, the Phase 1 Program includes:

City Council Chambers and Meeting Rooms	8,860 SF
■ City Council and Mayor's Offices	3,280 SF
■ City Manager's Offices	10,000 SF
■ Subtotal	22,000 SF
Additional Program Area	3,000 SF
Total	~25,000 SF



Components of the Phase 1 program (top) are highlighted in comparison to the larger, consolidated space needs diagram completed by SGS Group for the 2008 Eugene City Hall Complex Master Plan. A diagram showing the rough proportionality of key program elements (above) was also discussed.

COST ASSUMPTIONS

The \$11M construction budget was established as a parameter for all schemes. For each of the design options, Turner Construction completed a detailed cost analysis and cost summary based on a series of assumptions. These assumptions included the following:

- Demolition/deconstruction of existing building and parking garage
- New steel structure or equivalent (timber)
- Site preparation: return to grade (filling the basement and parking level)
- Two- or three-story building
- On-site improvements to site, streets and sidewalks adjacent to the building
- High-quality finishes appropriate to a civic building (\$350/sf)
- Public park costs are included as additional line item estimate
- Unit costs for proposed public park space are equivalent to parks in Portland's Pearl District (e.g., Jamison Square or Tanner Springs)
- 'Class A' office space in the City Hall's workspaces
- 1% for Art from total construction costs
- 4.5% Escalation to start of construction in June 2013
- LEED Silver equivalent

PHASE 1 SPACE NEEDS

Areas based on Space Needs documented in 2008 City Hall Complex Master Plan

	NSF	Circulation Factor - %	Circulation Allowance - SF	GSF		NSF	Circulation Factor - %	Circulation Allowance - SF	GSF
Council Chambers / Meeting Rooms	6,110			8,249	City Recorder				
Building Lobby	1,500				City Recorder	140			
Security/Information Desk	64				Administrative Aide	128			
Display/Exhibit Room	400				Special Area / Equipment				
Security Office	280				Interns	128			
Council Chambers	2,250				Cerical	128			
Control Room/Video Prod. Office	216				HR Program Volunteers	108			
Council Work Session Room	1,000				Public Counter w/ Return	48			
Restroom, Unisex	50				Work Area	150			
Catering Kitchen	150				Reception Area (seats 8)	192			
Storage Room	200				Conference Room (seats 20)	480			
Subtotal w/ 35% grossing factor	6,110	35%	2,139	8,249	Conference Room (seats 12)	280			
Subtotal w/ 45% grossing factor	6,110	45%	2,750	8,860	Kitchenette	77			
City Council / Mayor	2,262			3,054	Support Module	80			
Mayor	280				Mail Sorting Station	24			
Administrative Aide to Mayor	80				Coat Closet	10			
Council Members (8 members)	960				Workroom	336			
Police Auditor	224				File / Storage Room	240			
Management Analyst	120				Research Area				
Administrative Aide	64				Conference Area (open, seats 6)	140			
Reception Area (seats 8)	192				Tape Storage Cabinet	11			
Coat Closet	10				Storage Cabinet, 2 door	64			
Police Auditor - Work Area	100				Support Module	40			
Conference Room (seats 8)	192				Contracts Room	378			
Support Module	40				Minutes Recorder	64			
Subtotal w/ 35% grossing factor	2,262	35%	792	3,054	IGA / Human Rights				
Subtotal w/ 45% grossing factor	2,262	45%	1,018	3,280	Conference Room (seats 6)	144			
City Manager / Admin / Comm. Relation:	6,892			9,304	Bookcase, 2 shelves	30			
City Manager	280				Bookcase, 6 shelves	20			
Assistant City Manager	224				File Cabinet, Lateral 4 drawer	56			
Exec Asst to the City Manager	120				Support Module	40			
Exec Asst to the Asst City Manager	80				Workroom	168			
Management Analyst	80				Subtotal w/ 35% grossing factor	6,892	35%	2,412	9,304
Administration Support					Subtotal w/ 45% grossing factor	6,892	45%	3,101	9,993
Division Manager	196				TOTAL CITY HALL (35%)	15,264	35%	5,342	20,606
Program Specialist	160				TOTAL CITY HALL (45%)	15,264	45%	6,869	22,133
Management Analyst	80								
Sr. Management Analyst	140								
Legislative Analyst	120								
Office Manager	96								
Administrative Assistant	128								
Program Specialist	48								
Administrative Aide II	144								
Minutes Recorders	288								
Community Relations									
Sr. Management Analyst	140								
Program Specialist	80								
Human Rights Program									
Sr. Management Analyst	140								
Management Analyst	120								
Program Specialist	160								
Administrative Aide	128								
Intergovernmental Relations									
Sr. Management Analyst	140								
Management Analyst	96								

PHASE 1 PROGRAM

The detailed analysis completed for the 2008 City Hall Complex Master Plan is the most recent study of actual space needs, though some adjustments have been made to the assumptions proposed in 2008. For the purpose of these studies, a 25,000 SF program was used.



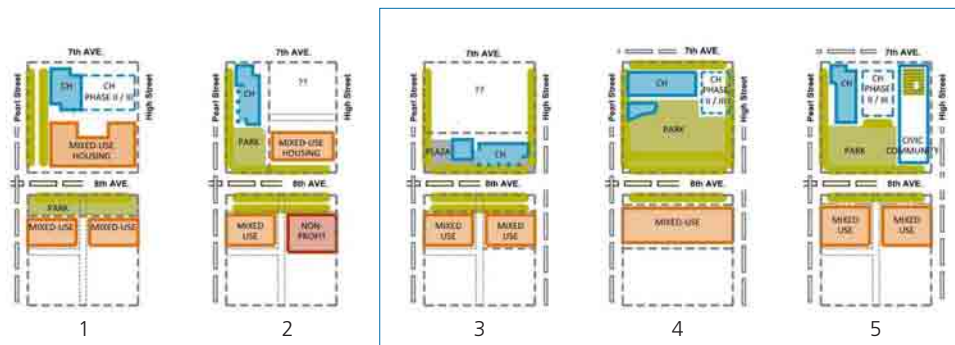
Neighborhood surrounding City Hall in Downtown Eugene

BUILD NEW: DESIGN STUDIES

PRELIMINARY STRATEGIES

After reviewing the site and context analysis, five preliminary alternatives were presented to the Advisory Committee for discussion. These proposals focused on strategies for the site's redevelopment and on the benefits of various siting proposals. Two conceptual floor plans were developed to show how the Phase 1 program could be efficiently arranged to support community use, public services, and easy expansion.

The five Preliminary Design Options, and the three chosen for further study, are diagrammed below.



REFINED DESIGN OPTIONS

Three Design Options, with two revised floor plan studies, were then developed. These options included:

- OPTION 1 (BASELINE): CITY HALL REINFORCES 8TH AVENUE**
 This study places City Hall in an east-west orientation along 8th Avenue, reinforcing the "Great Street" concept from Eugene's Downtown Plan and allowing the north portion of the site to be used for expansion or other uses.
- OPTION 2: MIXED-USED CITY HALL**
 This study places City Hall in a north-south orientation along Pearl Street, providing a corner presence along 7th Avenue and locating a park to the south of City Hall, on 8th Avenue. This study leaves the eastern edge of the site available for redevelopment by an institutional/civic or private entity.
- OPTION 3: ICONIC CITY HALL**
 This study includes a large public park along the southern half of the block, placing City Hall at the center and allowing for expansion or redevelopment to the north edge of the site.

OPTION 1

(BASELINE) CITY HALL REINFORCES 8TH AVENUE

This study places the City Hall in an east-west orientation along the south edge of the site facing 8th Avenue. City Hall in this option is an urban, street-oriented building that includes a hardscape public plaza, a double allée of trees, and some planting near the building. With allowance for future addition to the north, this scheme occupies the southern half of the block, and opens the northern half for re-development as a civic use, a structured parking lot, or private redevelopment.

In this option, the Council Chamber is at grade, and directly accessible from a generous entry gallery. The Council Workroom is adjacent to the Chamber, and support spaces link the two rooms. Council and Mayor are in ground-floor offices, and a two-story volume and open stair connect to the City Manager's offices on the second floor.

The two-story configuration of this scheme allows the building to be longer, and creates more generous and efficient office floor plates that have easy public access. A third story, and even a longer building, would make more efficient use of the footprint if the program and budget were expanded.

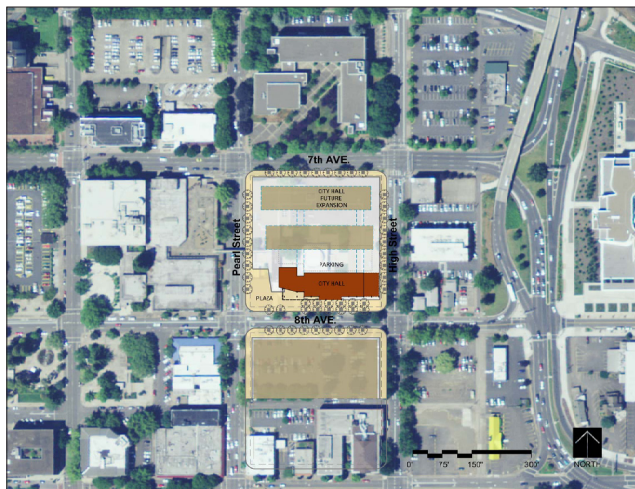
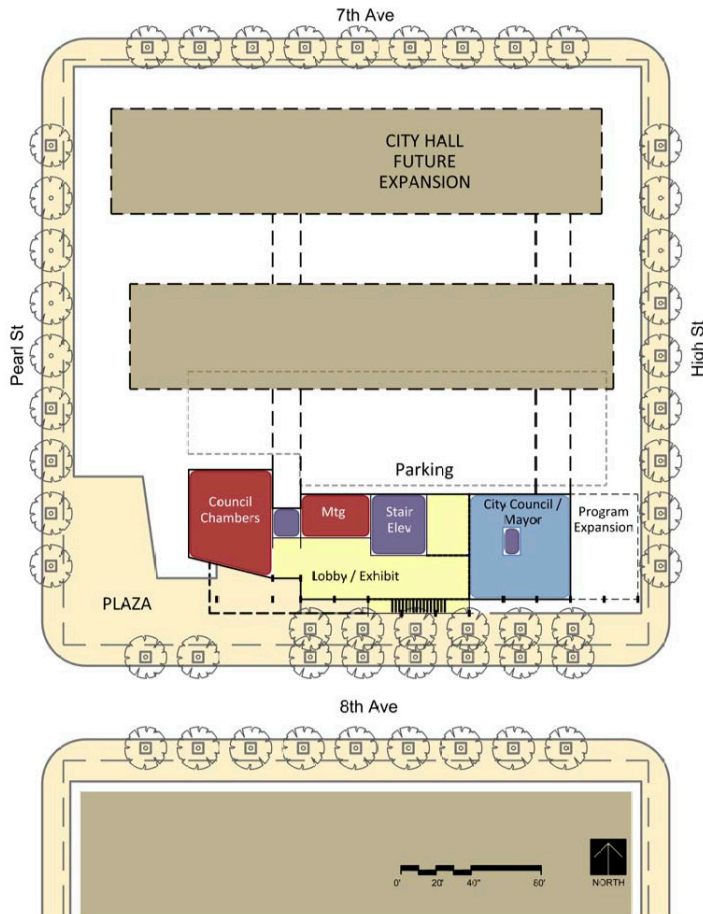
The space to the north of the Phase I building provides space for expansion of City Hall, and in the interim can provide parking at grade accessed from an east-west alley.

STRENGTHS & OPPORTUNITIES

- City Hall reinforces an urban street edge along 8th Avenue
- Thin, east-west building form optimizes access to daylight, minimizes solar heat gain
- Configuration of public rooms and entry at street level maximizes access to core government activities for people of all abilities
- Future phases could occur on City-owned parcel on the south side of 8th Avenue
- Modest plaza and outdoor space can be accomplished within the Phase 1 budget
- Service parking and expansion of City Hall is to the north of the new building

QUESTIONS & CHALLENGES

- Places the new City Hall on the best part of the site and leaves the remaining, arguably less attractive, site for an undefined use
- A larger building would help provide mass and scale along 8th Avenue, and would make more effective use of the long site
- Does not provide a significant public open space in association with City Hall



1) Baseline Option

City Hall on 8th Avenue

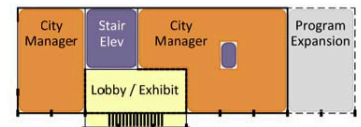
East-west orientation best for energy use

Small plaza on 8th/Pearl

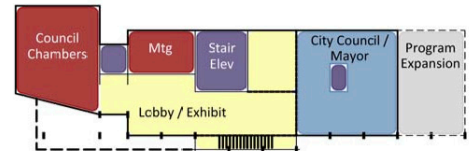
Maintains full block for City Hall

Important things are along "Great Street"

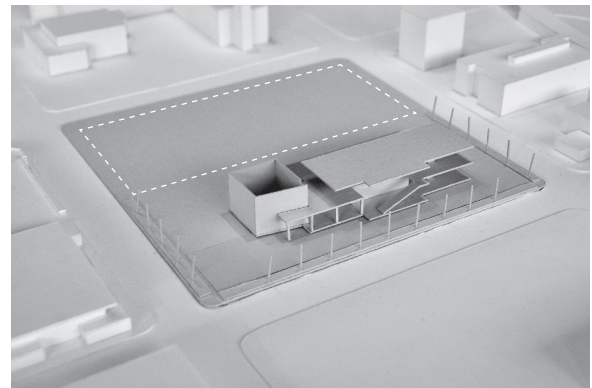
Creates largest parcel for potential sale



Second Floor Plan



First Floor Plan



OPTION 1 (Baseline) City Hall Reinforces 8th Avenue
Dashed areas are locations for future expansion of City Hall or redevelopment.

OPTION 2

MIXED-USE CITY HALL

This study places the City Hall along Pearl Street, in a north-south orientation with a formal face toward a new park at the corner of Pearl Street and 8th Avenue, and an active, accessible edge along Pearl Street. At the south end of the building, a public entry, a ground-level Community Room/Council Work Room, and a second-story Council Chamber overlook the park and express the symbolic role of the building. These elements of the program also give a ceremonial face to the open space. The park would include an outdoor plaza for gatherings, and a large percentage of softscape to complement the hardscape Park Blocks and Free Speech Plaza.

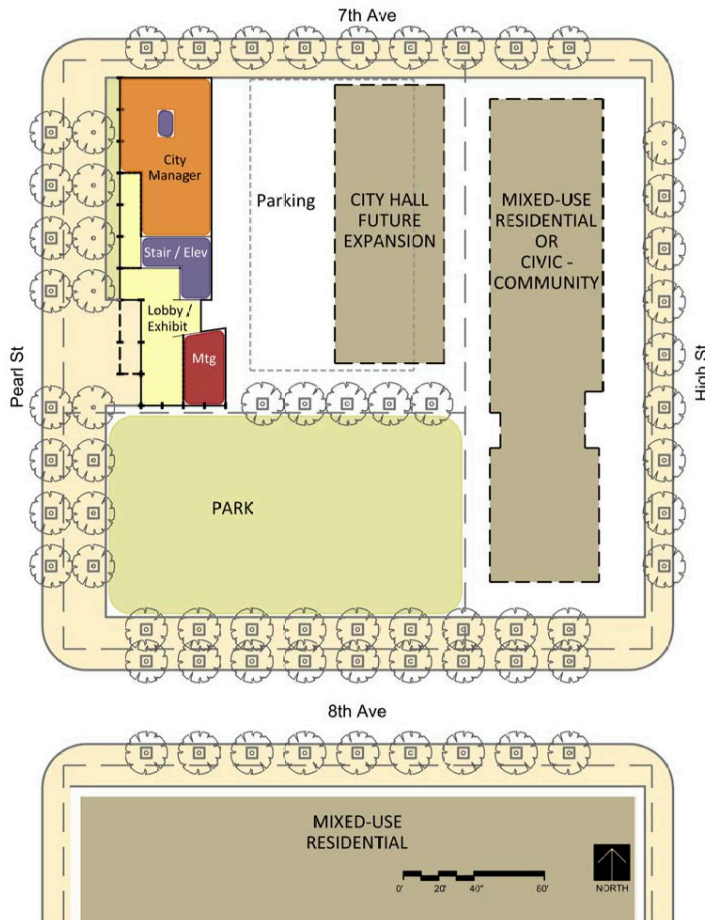
The entry sequence places a porch at grade along Pearl Street, connecting to a lobby space that joins the offices of elected officials with the Council Chamber and Work Room. An open, grand stair and adjacent elevators lead to an upper level gallery overlooking Pearl Street and the park; this foyer also provides an exhibit space. A third story contains the City Manager's office. The three-story scheme reduces the footprint, but given the gross area of the building, is at the lower limit of an efficient office floor work area.

STRENGTHS & OPPORTUNITIES

- City Hall has a positive presence and is visible to Downtown and to 7th Avenue
- Configuration of public rooms and entry combines universal access with appropriate symbolic presence and clear representation of government
- Creates desirable re-development parcel along High Street that could add a vital mix of uses (commercial, residential or institutional) to the block
- Income from sale of the parcel could be used to provide public amenities such as a new park, which are beyond the scope of the City Hall project
- City Hall building can help activate Pearl Street and improve the pedestrian experience in Downtown by better connecting the Broadway/Pearl retail area with the 5th Street Market area
- Mixed-use redevelopment could activate High Street and improve a major north-south connection through Downtown
- Reinforces positive, south-facing outdoor space and street at Pearl and 8th Avenue
- Room for expansion of City Hall without leaving a large empty property
- Compact service parking for City Hall in relatively discreet location

QUESTIONS & CHALLENGES

- New building is oriented north-south, requiring additional shading measures to achieve daylighting and energy goals
- Requires city commitment to plan for redevelopment and park
- Dedication of portions of the block to other uses could preclude full consolidation of city government within a single block
- Mixed-use redevelopment may occur on a different timeframe than the design and construction of City Hall



2) Mixed Use Option

City Hall
+ Park
+ Mixed Use

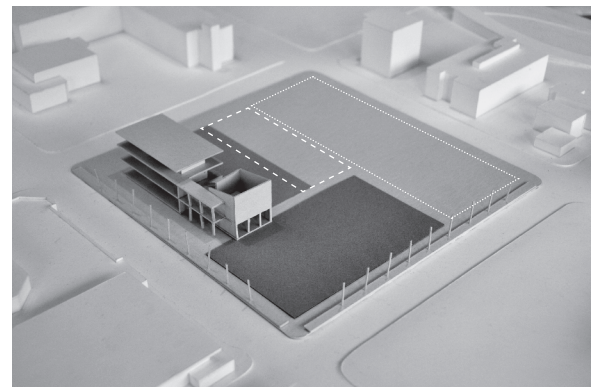
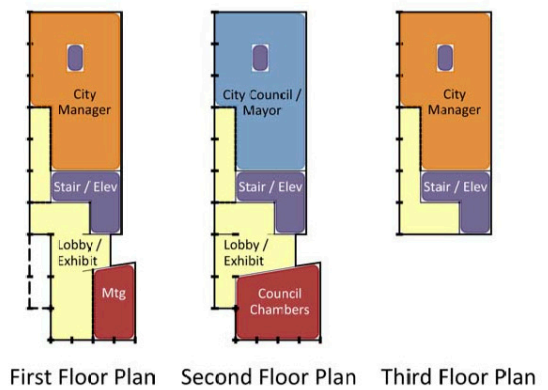
Brings People to Site

Improves all streets

Important things are at street level

Room for expansion

Potential Income from Mixed Use



OPTION 2 Mixed-Use City Hall

Dashed areas are identified for City Hall expansion and mixed-use development.

OPTION 3

ICONIC CITY HALL

This study places the City Hall in an east-west orientation near the center of the block, with a formal face toward a new Downtown park located on the south portion of the City Hall site, along 8th Avenue. City Hall is expressed as a landmark building with a symbolic presence that clearly represents the core political and administrative elements of city government and their accessibility to the community. The park provides a Downtown amenity that includes plaza space for gathering, but is a predominantly softer, green landscape, including significant lawn space to complement the hard-surface Park Blocks and Free Speech Plaza to the west.

In this option, the Council Chamber is at street level, directly accessible from a generous entry gallery. The Council Workroom is adjacent to the Chamber, also at grade, and includes new support spaces that link the two rooms. City Council and the Mayor are in ground-floor offices, and a two-story volume and open stair connect to the City Manager's offices on the second third floor.

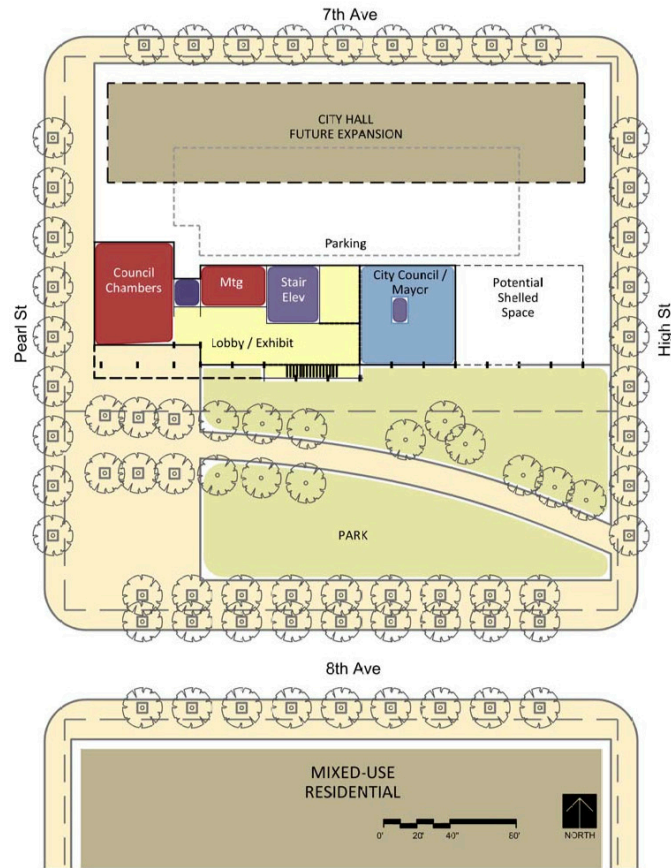
The two-story configuration of this scheme allows the building to be longer, and creates more generous and efficient office floor plates that have easy public access. A third story, and even longer east-west building could make more efficient use of the footprint, if the program and budget were expanded. The area to the north of the Phase I building provides space for expansion of City Hall, and in the interim can provide parking at-grade along 7th Avenue for City uses.

STRENGTHS & OPPORTUNITIES

- City Hall has a clear identity and presence on a significant public space in the city
- Thin, east-west building form optimizes access to daylight and minimizes solar heat gain
- Configuration of public rooms and entry at street level maximizes accessibility
- Reinforces positive south-facing outdoor space and Great Street concept along 8th
- Creates a significant downtown neighborhood park of a type that does not yet exist and on a scale that anticipates and could support increased urban housing density
- Significant park space could open opportunities for re-development elsewhere that have been opposed due to the absence of a downtown park strategy
- Service parking and room for expansion of City Hall is along 7th Avenue, which is most suited to institutional uses (and least suited to non-institutional uses)
- Contributes to site repair by placing the City Hall on the northern half of the site

QUESTIONS & CHALLENGES

- Requires a plan for the redevelopment of this block and for this area of downtown
- May represent a departure from previous approaches
- A larger building is likely to be more efficient and create a stronger landmark
- Requires capital investment in park space
- Park requires O&M funding, and likely commits the space to a park use indefinitely



3) Iconic City Hall Option

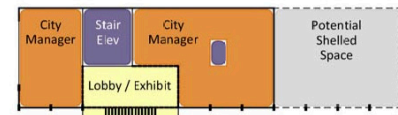
Strongest potential for iconic City Hall

Great Park on "Great Street"

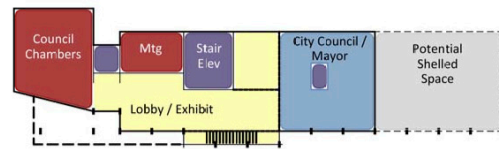
Expansion and/or shelled space potential

East-west orientation best for energy use

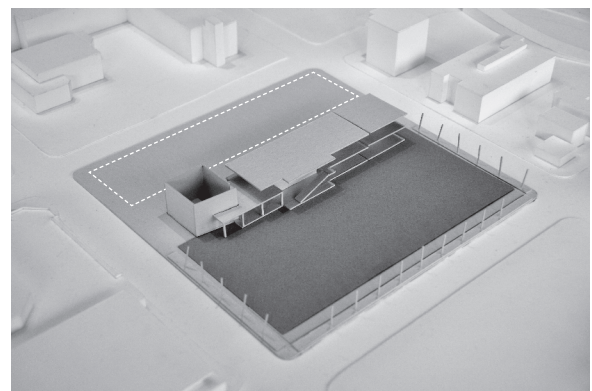
People downtown on a Sunday



Second Floor Plan



First Floor Plan



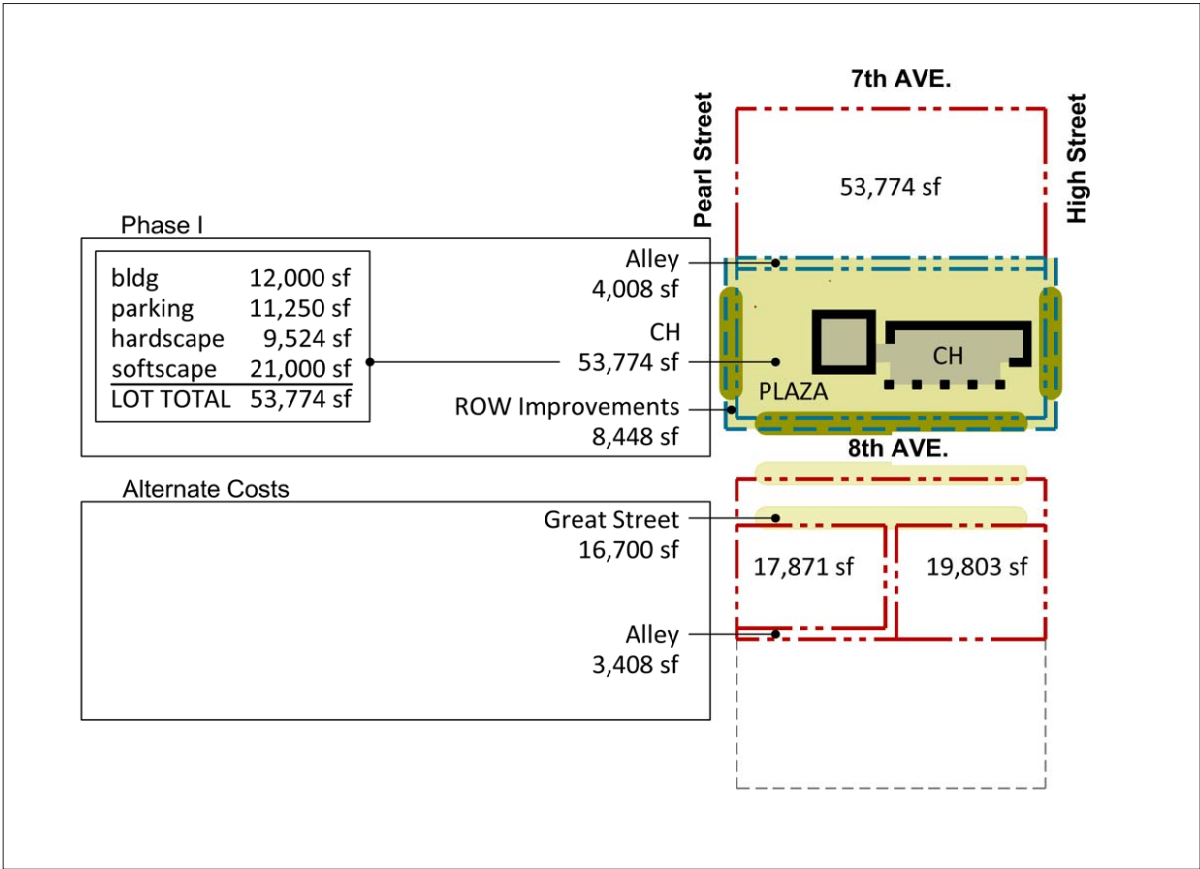
OPTION 3 Iconic City Hall

Dashed areas are identified for City Hall expansion.

OPTION 1 COSTING

(BASELINE) CITY HALL REINFORCES 8TH AVENUE

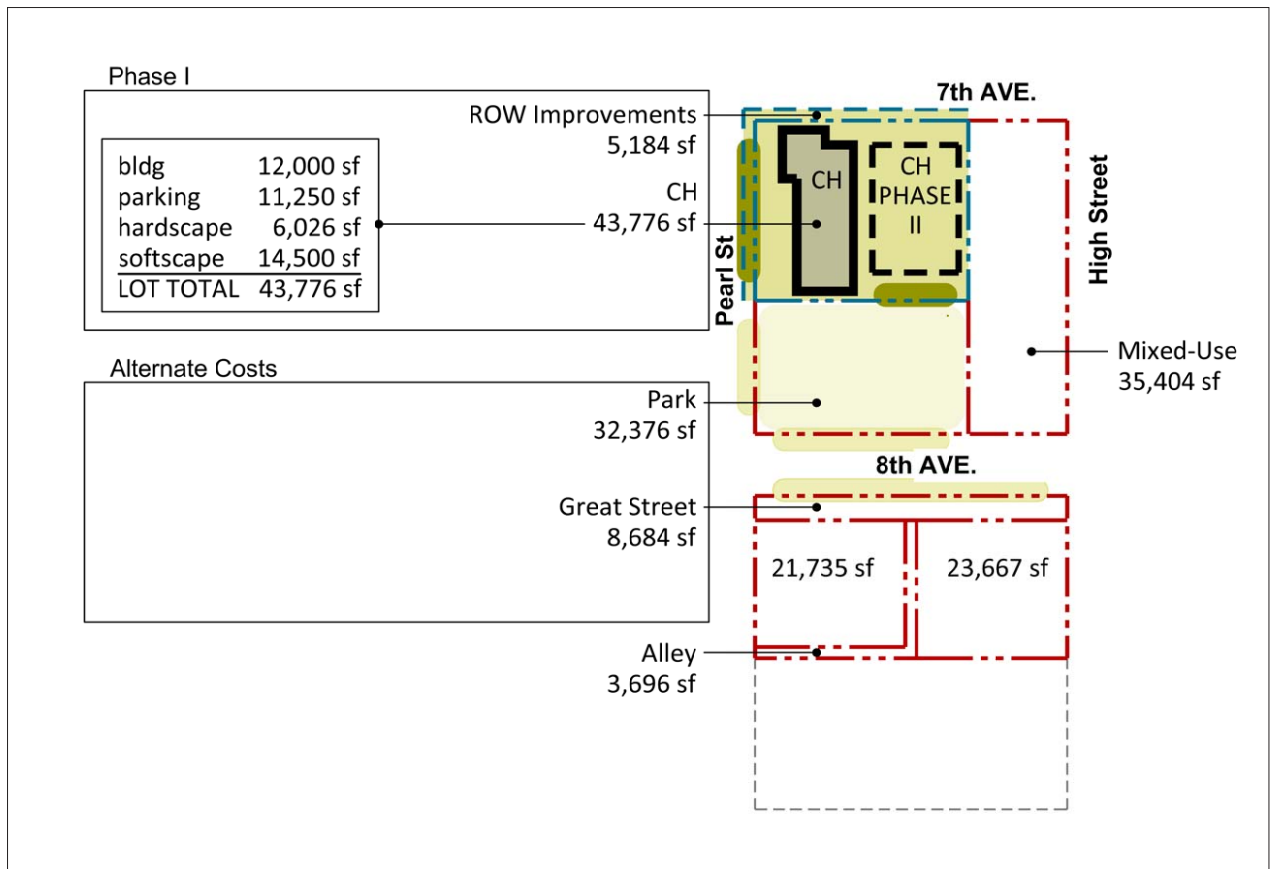
New City Hall (24,500 SF, two-story + penthouse)	\$8,570,164
Site Demolition and Fill	\$1,296,604
On-Site Improvements (landscape, hardscape, parking)	\$777,7719
Off-Site Improvements: ROW Improvements	\$114,005
Alternate: Add Improvements to Great Street	\$239,550
TOTAL SQUARE FOOTAGE	53,774 SF
TOTAL CONSTRUCTION COST	\$10,758,492
REMAINING BUDGET	\$241,508



OPTION 2 COSTING

MIXED-USE CITY HALL

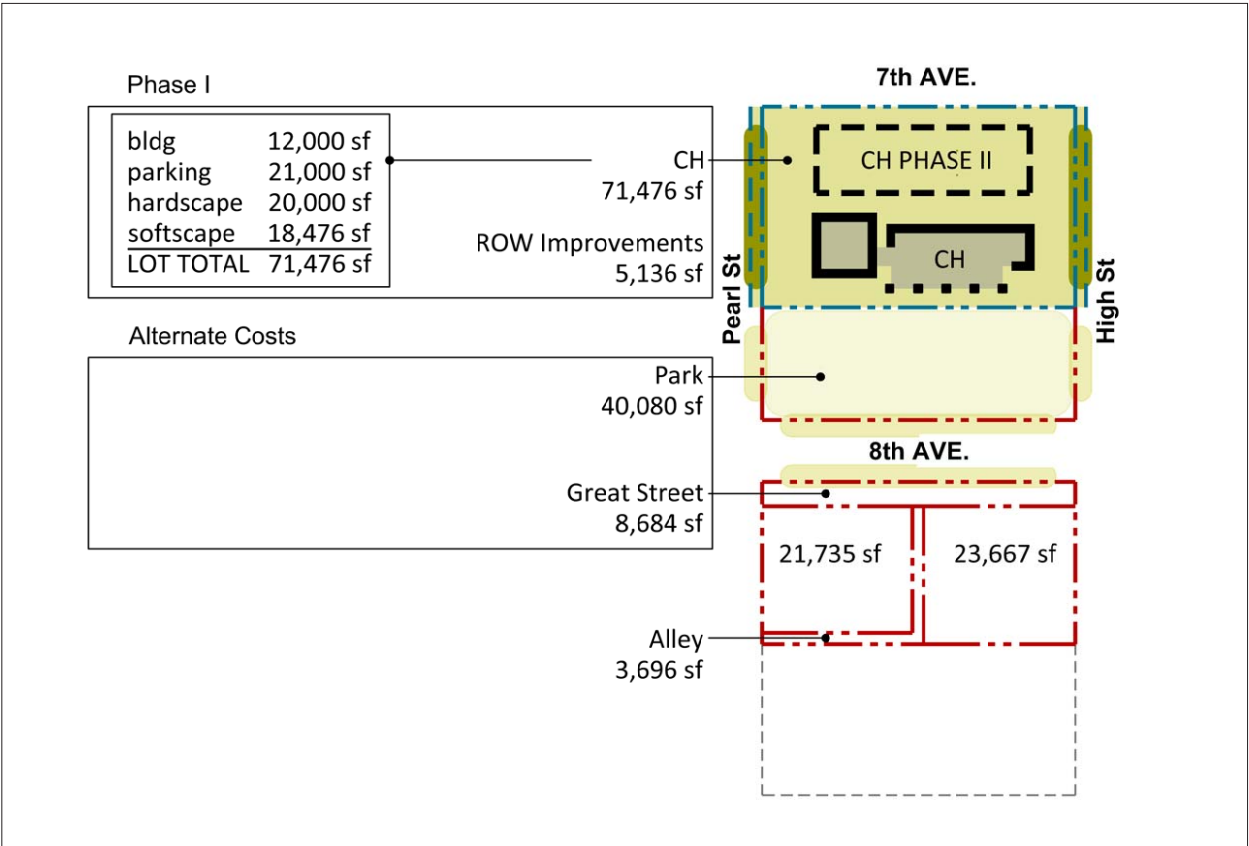
New City Hall (24,500 SF, two-story + penthouse)	\$8,570,164
Site Demolition and Fill	\$1,296,604
On-Site Improvements (landscape, hardscape, parking)	\$732,317
Off-Site Improvements: ROW Improvements	\$52,952
Alternate: Add Public Park South of City Hall (32K SF)	\$888,326
TOTAL SQUARE FOOTAGE	43,776
TOTAL CONSTRUCTION COST	\$10,652,037
REMAINING BUDGET	\$200,658



OPTION 3 COSTING

ICONIC CITY HALL

New City Hall (24,500 SF, two-story + penthouse)	\$8,570,164
Site Demolition and Fill	\$1,296,604
On-Site Improvements (landscape, hardscape, parking)	\$880,112
Off-Site Improvements: ROW Improvements	\$52,462
Alternate: Add Public Park at City Hall (40K SF)	\$1,099,707
TOTAL SQUARE FOOTAGE	71,476 SF
TOTAL CONSTRUCTION COST	\$10,799,342
REMAINING BUDGET	\$200,658













Assumptions and Clarifications
Eugene City Hall – Rowell Brokaw Architects
Baseline – Intensify 8th Avenue

Eugene City Hall
Eugene, Oregon

GENERAL

1. Estimate is based upon preliminary Rowell Brokaw Architects conceptual documents dated 11/7/2011 for the Intensify 8th Avenue scheme known as the 'baseline' scheme.
2. Mark-ups are included for CM/GC's GLI insurance, Builders Risk Insurance, Payment & Performance Bonds, sub bonds, general conditions, overhead, and profit.
3. Construction contingency included at 5% of construction costs.
4. Allowance for public art is included at 1% of construction costs.
5. Escalation for construction costs included at 4.5% anticipating a June 2013 construction start.
6. Soft costs are excluded from construction costs. Currently being estimated at 35% of the construction costs (approximately \$4M).
7. LEED silver equivalent for new construction included.
8. Estimate covers a two or three-story (24,000 gsf) building with a 500 sf penthouse and associated site and off-site work.

BUILDING SPECIFICS

1. Demolition of existing building, including basement, retaining walls, and foundations.
2. Includes demolition of Pearl Street pedestrian bridge.
3. Fill of excavation as left by demolition to existing surrounding grades.
4. Class 'A' office workspaces with comparable high quality finishes as associated with a \$350/sf civic building.
5. Included is a structural steel frame at 12.5 pounds per square foot with metal decking and concrete fill on spread footings.
6. Included 10% roof area as 'green' eco-roof. The balance of the roof is single-ply TPO.
7. Exterior wall is figured as 50% brick, 10% metal panels, and 40% glass.
8. Included is a \$25k allowance for and entry canopy.
9. Included is a \$25k allowance for the main lobby entry finishes and a \$25k allowance for the lobby flooring.
10. Flooring has been included as 5% ceramic tile, 10% stone flooring, 43% for resilient and 42% for carpet and padding.
11. Included are 10% wood ceilings, 30% drywall ceilings, and 60% acoustical (lay-in) ceilings.
12. Included is a \$75k allowance for court room millwork.
13. Included is a \$10k and \$5k allowance respectfully for exterior signage and a building directory.
14. Included is a \$100k allowance for security equipment.
15. The building is fully sprinklered for fire protection.
16. Included is an energy efficient dual ducted mechanical system with DDC controls.
17. Included is an energy efficient electrical system that includes fire alarm, security, lighting controls, communications raceways/cabling, a \$75k allowance for an emergency generator, and a \$75k allowance for exterior building lighting.

Assumptions and Clarifications
Eugene City Hall – Rowell Brokaw Architects
Baseline – Intensify 8th Avenue

Eugene City Hall
Eugene, Oregon

SITE SPECIFICS

1. Onsite work includes landscaping, sidewalks, ramps, planters, bike racks, and benches. Open space unit costs equivalent to parks in Portland's Pearl District (e.g., Tanner Springs or Jamison Square). Softscape included as 21,000 sf and hardscape included as 9,524 sf.
2. Included is a surface parking lot that can accommodate 30 cars @ 375 sf/car, which includes bio-swales for stormwater treatment and decorative pole lighting.
3. Included is a \$20k allowance for a water feature.
4. Included is a \$10k allowance for landscaping 'boulders'.
5. Off-site improvements (ROW) include, tie-ins/patching to streets, curbs and gutter, and sidewalks adjacent to street.
6. Included is a new alleyway (AC paving, gutters, lighting, and storm drainage) that traverses the site from east to west.
7. Included is an allowance of \$0.85/sf for the balance of the undeveloped site for some type of temporary treatment in order to keep a maintained appearance.

BASELINE SCHEME OPTION:

New City Hall Building (2 story + penthouse)	24,500	SF	\$349.80	\$8,570,164
Building Demolition and Import Fill	105,000	SF	\$12.35	\$1,296,604
On-Site Improvements & Developments (parking, landscape/hardscape)	41,774	SF	\$18.62	\$777,719
Off-Site Improvements: ROW Improvements & Alleyway	12,456	SF	\$9.15	\$114,005
24,500		SF		\$10,758,492

Alternates

Great Street Improvements **16,700** SF \$14.34 \$239,550

Rowell Brokaw Architects



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